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TRAIN-THE TRAINER PROGRAMME

Monitoring performance and assessing impact of the Youth Guarantee of Portugal

Final report

Train-the-trainer programme

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of the Youth Guarantee of Portugal

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Lisbon 17-21 November 2014

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1 INTRODUCTION

In December 2012, the European Commission tabled a proposal for the introduction of youth guarantees to be implemented by Member States. This proposal was approved by the European Council in April 2013.

With the introduction of the youth guarantee, the member States of the European Union (EU) committed to ensuring that young people are in a job, further education or activation measures within four months from becoming unemployed or from leaving school.¹ Together with national funds, a financial envelope for the implementation of the Youth Employment Initiative and the European Social Fund provide resources to support the implementation of these measures.

The European Council Recommendation specifies three basic principles for establishing youth guarantees: (i) early intervention and activation through the development of outreach strategies; (ii) partnership-based approaches; and strengthening the capacity of the Public Employment Services (PES) to provide personalized guidance, individual action planning and support based on mutual obligation principles; and (iii) monitoring and evaluation of the measures implemented under the youth guarantee.

It is in this context that the government of Portugal developed a plan for the implementation of the Youth Guarantee. This plan covers the period 2014-2020. The Plan includes interventions to reducing the risk of early school leaving; strengthening career guidance services; expanding vocational training, internship and traineeship opportunities; enhancing geographical mobility; and creating employment opportunities. The implementation of early intervention, activation and labour market measures is entrusted to an extensive network of partner organizations, coordinated by the *Instituto do Emprego e Formação Profissional (IEFP)*.

The development of a monitoring and evaluation system is a requirement for the implementation of the youth guarantee. The establishment of such a system for the measures planned under the Portuguese Youth Guarantee requires that programme managers of government institutions and other implementing partners become conversant with the various methods and tools that can be used for measuring the performance and overall impact of the measures that are part of the same guarantee.

Against this backdrop, the International Labour Office was called to support the national team responsible for the implementation of the Portuguese Youth Guarantee in developing a monitoring and evaluation framework that measures the results achieved, allows for adjusting of the design and delivery of interventions and provides information and lessons learnt for future policy design and implementation.

¹ EU Council Recommendation, 26 April 2013, C120/1.

2 CONTEXT OF THE CAPACITY BUILDING PROGRAMME

The programme for the consolidation of national capacity to monitor performance and assess impact of the Portuguese Youth Guarantee comprised four components:

A. Training Needs Analysis (15-27 October, 2014)

The training needs analysis (TNA) allowed to identify the profile and needs of senior staff tasked to implement the actions and programmes of the youth guarantee. This analysis constituted the basis for the design of the training-of-trainers workshop as well as for the adaptation of existing methodologies and tools to the specific features of the Youth Guarantee Plan of Portugal.

B. Train-the-trainer workshop on performance monitoring and impact evaluation of youth employment interventions (17-21 November 2014)

The five-day training of trainers workshop centred on the development of performance indicators; approaches to collect baseline and monitoring data; analysis of data to improve programme delivery; and impact evaluation approaches (see Annex I for the programme of the workshop).

C. Development of a monitoring and evaluation plan tailored to the Portuguese Youth Guarantee (November-December 2014)

The discussion held during the workshop was instrumental to the development of the monitoring and evaluation framework to be used by all partners involved in the implementation of the Youth Guarantee. This plan includes a description of the monitoring system (performance monitoring indicators, baseline values, targets, data sources and timelines), and of the evaluation method(s) to be used to measure the effects of the youth guarantee measures on participants.

D. Design of a standardized staff development package (December 2014)

The workshop and the monitoring and evaluation plan allowed for the development of a staff development programme and learning material to be used by senior staff of the central authorities and implementing partners to rollout a training programme for all staff involved in the collection of data and day-to-day monitoring of programme implementation.

3 OBJECTIVES

The workshop was designed on the basis of the results of a training needs analysis prepared by the ILO (Annex II summarizes results and participants' expectations about the workshop). The workshops had four specific objectives:

1. Familiarize participants with the monitoring indicators set at EU level for monitoring youth guarantee schemes;
2. Review the implementation and result indicators to monitor the performance of the Portuguese Youth Guarantee;
3. Examine the evaluation approaches to be used to appraise the result achieved by the Youth Guarantee; and
4. Develop a roll-out training plan for the staff of implementing partners at local level.

The review of national practices relating to monitoring and evaluation of youth guarantees and youth employment programmes constituted an important part of the workshop. These practices provided concrete examples of what works in the design and implementation of the different components of monitoring and evaluation systems (design of indicators, collection and analysis of monitoring information, measurement of impact). The training-of-trainers workshop was structured around three parts:

Youth Guarantee in Portugal and in other EU member States: This section of the workshop focused on the key features of the Portuguese Youth Guarantee and the assessment framework included the Implementation Plan. This part of the workshop also offered participants an opportunity to examine the key features of youth guarantees in other EU countries and explore the basic principles of monitoring and evaluation of youth employment interventions.

	Segunda-feira	Terça-feira	Quarta-feira	Quinta-feira	Sexta-feira
9.00-10.00	ABERTURA OBJETIVOS	INDICADORES EUROPEUS MONITORIZAÇÃO	INTERVENÇÃO PRECOCE ACTIVAÇÃO	MEDIDAS INTEGRAÇÃO MERCADO DE TRABALHO	AValiação IMPACTO
10.00-11.00	GARANTIA JOVEM PORTUGAL	INDICADORES EUROPEUS MONITORIZAÇÃO	INTERVENÇÃO PRECOCE ACTIVAÇÃO (TG/INDICADORES)	MEDIDAS INTEGRAÇÃO MERCADO DE TRABALHO (GT/INDICADORES)	AValiação IMPACTO
11.30-13.00	GARANTIA JOVEM U.E.	MONITORIZAÇÃO G.J.	INTERVENÇÃO PRECOCE ACTIVAÇÃO (GT/METAS)	MEDIDAS INTEGRAÇÃO MERCADO DE TRABALHO (GT/Medidas Monitoriz)	PLANO FORMAÇÃO
13.00-14.00	MONITORIZAÇÃO AValiação PRINCÍPIOS	MONITORIZAÇÃO G.J.	INTERVENÇÃO PRECOCE ACTIVAÇÃO (GT/MONITORIZAÇÃO)	AValiação IMPACTO	PLANO FORMAÇÃO VALIDAÇÃO FECHO

Performance monitoring: The core part of the workshop centred on the application of the indicators established at the EU level and the identification of a common set of key process and outcome indicators to measure the performance of single interventions and of the Youth Guarantee as a whole. The training sessions included aspects relating to baseline data; definition of process (implementation) and outcome (results) indicators; data disaggregation (e.g. individual beneficiaries, type of interventions and unit costs); data gathering methods; analysis of results and reporting.

Impact evaluation approaches: The final part of the workshop provided an introduction to impact evaluation techniques (e.g. experimental and quasi-experimental methods) and touched upon the most common tools currently applied to measure the impact of youth employment interventions.



4

PARTICIPANTS' PROFILE

The workshop was designed for senior staff of the organizations and entities involved in the implementation of the Youth Guarantee and in the training of staff who is engaged in day-to-day operations on the ground. The profile of workshop's participants included technical competencies in the broad areas of the Youth Guarantee (early intervention and activation; education and training; counselling and guidance; employment and self-employment, internship and traineeship opportunities) and in monitoring and evaluation systems – including data gathering and analysis. A total of 32 participants representing the implementing organizations of the Portuguese Youth Guarantee Implementation Plan, attended the workshop (see Annex VII for the list of participants).



5 METHODOLOGY

The workshop used a participatory approach that allowed for the exchange of information, knowledge and experience among participants and between participants and facilitators. It was delivered through a combination of presentations, discussions and group activities with a view to creating a conducive learning environment.



6 WORKSHOP STRUCTURE AND CONTENT

The training-of-trainers workshops focused on three main areas:

- Youth Guarantees in Portugal and other member States;
- Performance monitoring of the intervention planned in the Portuguese Youth Guarantee;
- Impact evaluation approaches.

6.1. Youth Guarantees in Portugal and other EU member States

GARANTIA JOVEM PORTUGAL					Early Interv. Activation				
NAME	Objective	Group	Process indicator	Outcome indicator	NAME	Objective	Group	Process indicator	Outcome indicator
4) Sistema Integrado de Gestão de Alunos (SIGA)	Identificar e monitorizar os jovens em risco		Nº de jovens em risco monitorizados por escola (EP)	Nº de jovens em risco monitorizados por escola (EP)	8) Guia de atividades de Orientação Vocacional para a desenhado pelos GEEP	PROPORCIONAR ORIENTAÇÃO VOCACIONAL AOS JOVENS		Nº de jovens que beneficiam de orientação vocacional	Nº de jovens inseridos em medidas de intervenção
Baseline	Ø				Baseline	0			
Target	5-15				Target	75000			
5) Plataforma para Recrutamento, Monitorização de Percursos Educativos e Formativos	Identificar as necessidades dos jovens em termos de educação e formação e integrá-las no percurso de trabalho		Nº de jovens em risco monitorizados por escola (EP)	Nº de jovens em risco monitorizados por escola (EP)	9) Rede de Estruturas de Mediação, Suporte (AO e Encaminhamento) de jovens para respostas ao âmbito da "GJ"			Nº de jovens que beneficiam de orientação vocacional	Nº de jovens inseridos em medidas de intervenção
Baseline	Ø				Baseline	0			
Target	5-15				Target	75000			

The first part of the workshop focused on the key features of the Youth Guarantee in Portugal and in other EU member States and explored the basic principles of monitoring and evaluation.

The Portuguese Youth Guarantee aims at addressing youth unemployment and increasing the level of qualifications of young people aged 15 to 29. The Youth Guarantee Implementation Plan (YGIP) set forth three key reforms, namely the reform of the education and career guidance system; the expansion of *Impulso Jovem* – the national programme aimed at promoting youth employment and entrepreneurship – and the reform of the vocational qualification system. The strategy underpinning the Portuguese Youth Guarantee is based on early intervention approaches and activation, as well as the tailoring of responses to individual needs by drawing on the extensive network of partner providers. This strategy is reflected in the structure of the Portuguese Youth Guarantee characterized by multiple entry points; a wide-ranging system of information, counselling and guidance services; and a broad spectrum of education, training and labour market measures to ease youth transition to the world of work.

This part of the workshop also reviewed the key features of youth guarantee implementation plans in other EU Member States. Although all Plans target young people not in employment, education or training (NEETs), only a handful of countries disaggregate this broad target group into young unemployed – and among these those who are registered with the Public Employment Service (PES) – and inactive (and not in education and training). All countries cover young unemployed who newly register with the PES (primary target group), while some also have plans to extend gradually the measures of the Youth Guarantee to youth with long unemployment spells.

Most countries relied on the existing offer in terms of active labour market measures. Programmes are scaled-up, adjusted to fit the characteristics of the target group and timed within the four-month timeframe established at EU level. For early interventions, the most popular initiatives relate to approaches to detect the risk of early school leaving (early warning, longitudinal studies and tracking systems). Most monitoring systems rely on implementation indicators; only few Member States specifically envisage the measuring of aggregate (or context) indicators. Only two countries (Ireland and Croatia) plan to evaluate the impact of the labour market measures included in the Youth Guarantee. The case studies of Ireland and Spain provided concrete examples of how Member States analyzed the population group to be targeted, how they organized the intake process and the main characteristics of the assessment plans.

A training session was dedicated to examine the basic principles of monitoring and evaluation. It touched upon performance management system; the design of indicators to monitor implementation and results achieved; and the setting of the baseline and targets. During this session participants were also introduced to “progression” indicators to measure the transition of inactive individuals across different labour market statuses (from inactivity to open unemployment to employment) with a view to determine the extent to which the services and programmes deployed increase labour market attachment.

A plenary discussion on the importance of a monitoring system that is common to all partners involved in the implementation of the Youth Guarantee concluded the first part of the train-the-trainers workshop. Whereas an extensive partner networks is key to reach-out to young people detached from the labour market and diversify the offer of social and labour market integration measures, it also poses challenges in gathering monitoring data that can be seamlessly merged, analyzed and reported upon.

6.2. Performance monitoring of the Portuguese Youth Guarantee measures

The core part of the workshop introduced the system of indicators established at EU level to monitor national youth guarantee interventions and its adaptation to the measures set forth in the Portuguese Implementation Plan. The training was delivered through interactive presentations, followed by group activities geared to refine the national monitoring system and panel discussions to familiarize participants with the diverse measures offered within the Portuguese Youth Guarantee.

The list of PowerPoint presentations and training material is attached to this report (Annex V).

The EU framework for monitoring national youth guarantees comprises the indicators set by the Employment Committee (EMCO) Indicators Group, those established by the European Social Fund (ESF) for the programming period 2014-2020 and those set under the Youth Employment Initiative (YEI). Whereas these two latter sets of indicators cover direct interventions supported by EU funds and targeting specific individuals, the indicators of the EMCO Group focus on the inflows and outflows of young people in the youth guarantee system – irrespective of the source of financing – and on the (indirect) effects of the guarantee on the educational attainment and labour market situation of the young people at national level.

6.2.1 Measuring aggregate and inflows and outflows indicators (EMCO Group)

The indicator framework set by the EMCO Group serves to measure: i) the results of the youth guarantee on the overall situation of young NEETs at national level, ii) the efficiency of service delivery and its timely provision; and iii) the sustainability of labour market outcomes achieved by individuals going through the youth guarantee scheme.

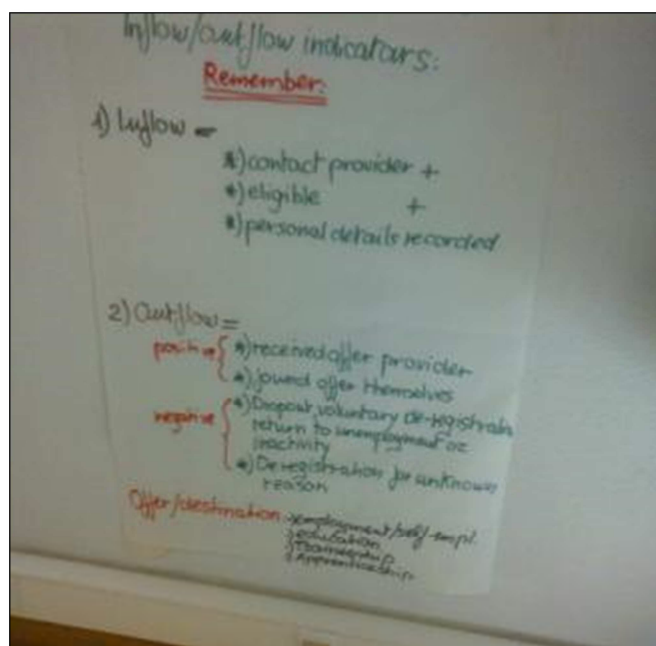
Aggregate macroeconomic indicators – computed on the figures of the labour force survey (LFS) – describe the context for the implementation of the youth guarantee and its evolution over time. As such, this set of indicators is suitable to measures the progress in achieving the objectives of the key reforms set forth by the Portuguese Youth Guarantee (e.g. reform of the education and career guidance system; the expansion of *Impulso Jovem* and the reform of the vocational qualification system). Specifically, the aggregate

indicators that workshop participants considered most relevant were those that annually report the educational achievement of the youth population, the share of early school leavers, as well as youth unemployment and employment figures (see Annex III for a summary of the indicators).

The trends of these indicators over time would also allow measuring –albeit indirectly –whether the Youth Guarantee has measurable effects in reducing the share of young people who are NEETs.

The adaptation of the inflow and outflow indicators set at EU level required participants to: i) distinguish between preventive measures (i.e. those actions aimed at preventing the occurrence of a negative outcome) and curative initiatives (i.e. those actions aimed at remedying a negative outcome that has occurred); ii) the definition of all the entry points into the Youth Guarantee Service System; and iii) the definition of unique eligibility criteria for accessing the Youth Guarantee, which are applicable irrespective of the point of entry of the young individual.

The actions listed under the early intervention heading of the Portuguese Youth Guarantee Implementation Plan include: i) the integrated student management system (*Sistema Integrado de Gestão de Alunos - SIGA*) aimed at identifying students at risk of poor educational outcomes or early school leaving and help them succeed/remain at school, and ii) the Platform to monitor education and training pathways (*Plataforma para Recolha, Monitorização de Percursos Educativos e Formativos*) geared to set up a longitudinal study where young people attending education and training programme are continuously monitored.



Activation measures include actions aimed at promoting the access of young people to the Youth Guarantee Service System (establishment of a referral and guidance network; the organization of a national information campaign and the development of a web-based Youth Guarantee Platform) – to be measured by inflow and outflow indicators – and direct service delivery (job search assistance, motivation training and career guidance services), which can be measured by the ESF/YEI framework of indicators.

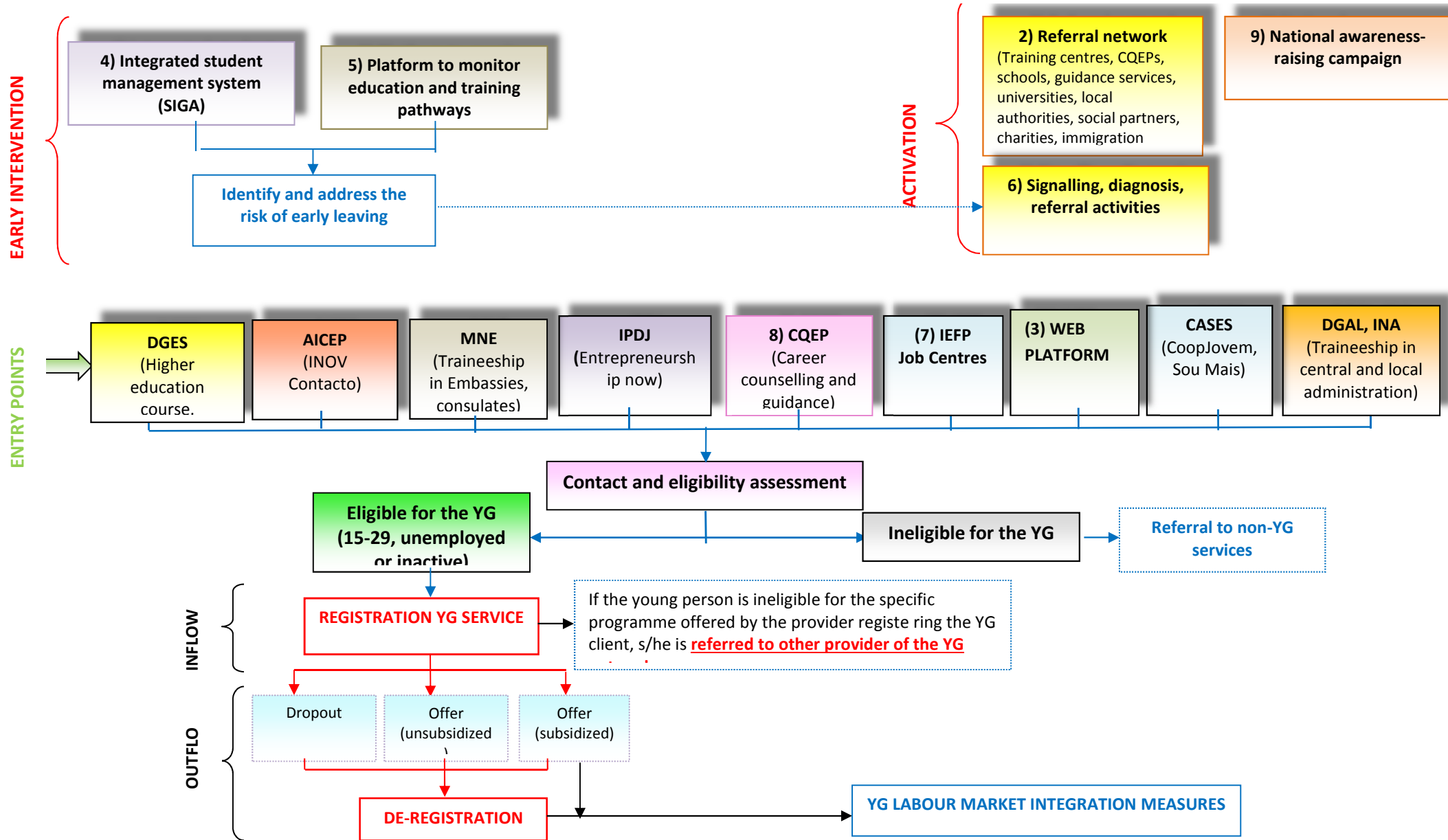
One of the key features of the Portuguese Youth Guarantee is the multiplicity of access channels. The primary entry points are the IEFP job centres, the vocational training and qualification centres (CQEPs) and the Youth Guarantee Web Platform. Young people, however, may also access the services and programmes of the Youth Guarantee by applying to the specific measures organised by implementing partners (i.e. by AICEP, the Ministry of Foreign Affairs, CASES, DGES, DGAL, INA and the IPDJ).

Implementing partners that are also entry points have a number of responsibilities during the intake process. First, they need to verify that young individuals comply with the eligibility criteria of the Youth Guarantee (age between 15 and 29, unemployed or inactive and not in education or training). If the young person is not eligible under the guarantee, s/he needs to be referred to another strand of services and programmes. If the young individual is eligible, his/her personal information (disaggregated by sex, age-group, labour market status, educational attainment, household situation and other disadvantage) is recorded into the Youth Guarantee Service System database and notified to the National Coordination Authority. Second, implementing partners are required to refer young individuals who comply with YG eligibility criteria –but not with the additional criteria set for the specific programme they manage– to other implementing partners for assistance. Finally, partners need to notify the National Coordination Authority the outflow (de-registration) of young individuals who received an offer; dropped out before an offer was made; or exited the Youth Guarantee Service System for unknown reasons.

The participants were reminded that the four month requirement to provide young people with an education, training, apprenticeship or traineeship offer is calculated on the date of registration and de-registration into/from the Youth Guarantee Service System. Since most offers will be made by one of the implementing partners, outflows can also be measured through the indicators that calculate the enrolment of young participants into the labour market integration measures funded by the ESF and YEI.

The graphics below shows how the Portuguese YG intake process is organized; the relationship among early interventions, activation and labour market integration measures; and the role of implementing partners that are entry points.

ENTRY POINTS INTO THE PORTUGUESE YG (LEADING TO INFLOW IN YG SERVICE AND PARTICIPATION TO LM)



The discussion around the measurement of inflows and outflows continued during the group activity organized to refine the monitoring indicators established for early intervention and activation measures. Participants concurred in finding that the two interventions amenable to be measured by the full range implementation and result indicators set by the EMCO Group are the Youth Guarantee Web Platform and the actions of signalling, diagnosis and referral of young people entrusted to implementing partners (see Annex III for a summary of the indicators framework for early intervention and activation).

Since the TNA questionnaire had revealed that participants expected the workshop to discuss the specific measures included in the Portuguese Youth Guarantee, two panel discussions were organized during this part of the training workshop. The first panel explored the *Integrated Student Management System (SIGA)*, the *Platform to monitor educational and training pathways* and the career guidance activities of *CQEP*. The second panel, discussed some labour market integration measures, namely *Estimulo Emprego*, the *CoopJovem* initiative, *INOV Contacto* and the traineeship organized by local authorities (PEPAL).



6.2.2 Performance monitoring of labour market integration measures (ESF/YEI)

Once young beneficiaries receive and accept an offer to attend one of the labour market integration programme offered within the Youth Guarantee and co-financed by European funds, they become “youth guarantee participants”. The reference indicators are those set by the ESF/YEI framework, which focuses on the individual characteristics of participants, type of programmes, completion rates and situation of beneficiaries upon leaving the programme and at follow-up (four weeks and 6 months, respectively).

The main difficulty of the ESF/YEI framework of indicator is the level of disaggregation required for individual characteristics and labour market outcome after participation. The data to be collected on individuals, in fact, is quite extensive and much more detailed than that required for inflows and outflows.

Some of the information to be collected regards “sensitive” data (i.e. disability, foreign, migrant or ethnic background, other disadvantage), which can be gathered only if individuals provide their consent.

In order to avoid collecting personal information twice (once when entering in the Youth Guarantee Service System and once when enrolling in a labour market integration measure) workshop participants were suggested to develop a short entry questionnaire, common to all implementing partners. This would also ensure data consistency, especially with regard the definition of labour market status, highest level of educational attained and household type.

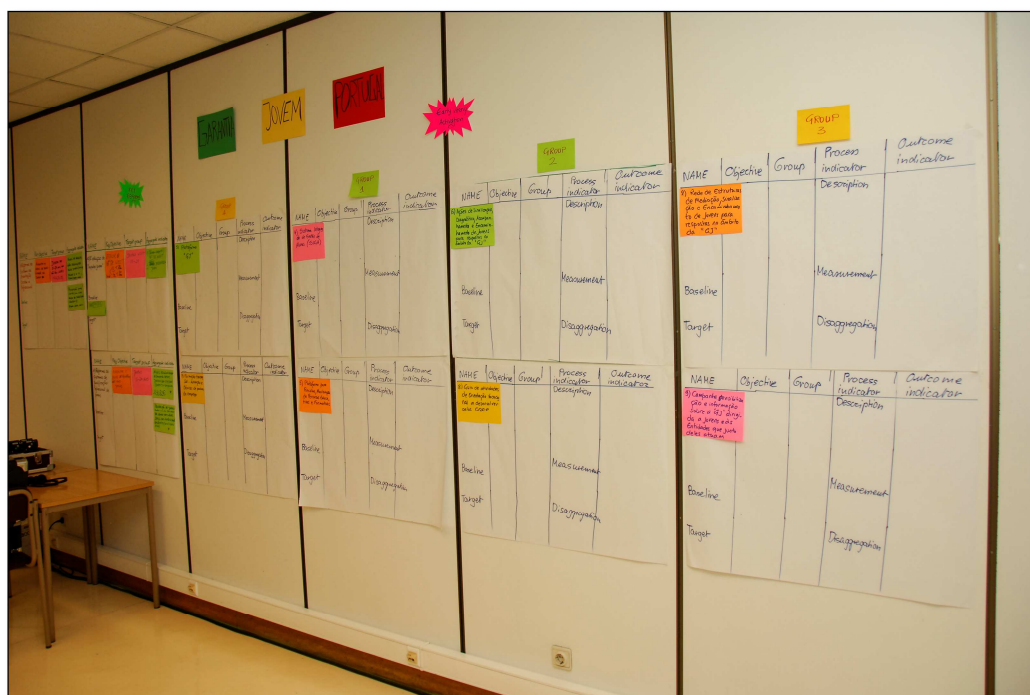
The ESF/YEI categorization of outcomes after participation presents a number of novelties compared to previous programming periods. First, the disaggregation of outcomes includes also reporting on the achievement of higher qualifications for participants who attended education and training programmes. This requires a precise recording of educational attainment at entry and the verification of whether the individual received a nationally recognized qualification. Second, the YEI framework requires the collection of information on the quality of jobs young people gained after participation. This requires that employment information be disaggregated by: duration and type of the employment contract (fixed or open-ended; part-time or full-time contract); voluntary/involuntary part-time; remuneration level, level and type of qualification required by the job, and availability of additional job-related training.

During this part of the workshop, participants had the opportunity to work together and adapt the ESF/YEI framework of indicators to some of the labour market integration measures planned by the Portuguese Youth Guarantee. The results and discussion ensuing from this group activity were then used to articulate the full performance-monitoring matrix (see Annex III for the summary indicators). A fishbowl discussion on how to improve the implementation of Portuguese Youth Guarantee (see Annex IV for a summary of results) concluded.

6.3. Impact evaluation approaches

The ESF programming document for the period 2014-2020 emphasizes the need for member states to evaluate the impact of interventions co-financed by European funds. Two broad categories of impact evaluations are considered by the 2014-2020 *Programming Document*, namely theory-based evaluation, which follows the intervention logic and answer questions of “why” and “how” an intervention works, and (counterfactual) impact evaluation, which uses control groups to compute “how much of the change” is due to the intervention and “for whom”.

Given the limited time available, the sessions of this leg of the training workshop focused on the key features of experimental and quasi experimental approaches and highlighted the difficulties involved in each approach (methodology, calculation methods, selection bias, internal and external validity). Guidance was also provided on how to select the most appropriate evaluation approach, depending on the design of the intervention to be evaluated, its implementation status (started/non started), and participation rules. Participants were also reminded of the importance that the ESF monitoring framework places on the quality, accuracy and comparability of the data collected.



7

ROLLOUT TRAINING PLAN

The final sessions of the train-the-trainer workshop were allocated to: i) the development of a plan to train all implementing partners operating at local level on the key features of the monitoring framework of the Portuguese Youth Guarantee; and ii) the design of the main elements of a national strategy to reach out young people detached from the labour market. The plenary discussion that followed highlighted a number of points.

First, the training of implementing partners at local levels needs to be supported by: a catalogue of the measures available under the Youth Guarantee; an entry questionnaire to identify young people not in employment, education and training; data collection forms and a “Frequently asked questions” about the Youth Guarantee.



Second, effective strategies to attract young people towards the services and programme require an aggressive communication campaign with diversified information targeting the different groups of young beneficiaries (unemployed, inactive, teenagers and young adults) and using a wide spectrum of traditional (web platforms, internet banners, social media, testimonials and peer networks) and non-traditional information means (reality shows, music concerts and other large-audience events, but also parishes and pharmacies).

The Youth Guarantee Web Platform– the main entry point– should be re-designed (to make more intuitive and youth-friendly) and continuously updated in content and outlook.

8

VALIDATION OF THE WORKSHOP

At the end of the workshop, participants were asked to provide a detailed assessment of the training and organizational aspects of the workshop.

The overall programme was assessed as well structured and organized (100 per cent of participants). The relevance of the workshop, the quality of facilitation, the technical content covered and the learning methods used scored the highest in appreciation (100 per cent of attendants). Participants considered the design of performance indicators and targets, the analysis of monitoring and evaluation data and the network established among implementing partners as the most useful parts of the workshops. Annex VI provides a detail of the results of the final validation questionnaire.



9

CONCLUSIONS

The participants commented favourably on the workshop content, methods and learning techniques used and particularly appreciated the opportunity to increase their knowledge about the measures being implemented within the Portuguese Youth Guarantee. Participants, however, would have appreciated more time to exchange experiences, emerging practices and lessons learnt.

The technical areas that scored highest in participants' appreciation were the design of monitoring and evaluation systems, the development of implementation and result indicators and data collection methods. Many participants considered the organization of regular meetings among implementing partners of the essence to improve service and programme delivery, ensure consistency of data collection and monitoring practices and report on the progress achieved.

The discussions held during the train-the-trainers workshop confirmed the complexity of designing and managing a monitoring framework based on a common and coherent set of indicators shared among all the implementing partners of the Youth Guarantee. The inherent complexity of monitoring early intervention and labour market integration measures is further amplified by the requirement to apply two different set of indicators – with different disaggregation rules – at EU level, namely indicators to measure young people flows in and out the Youth Guarantee Service System and indicators that compute participation and labour market outcomes at programmes' end.

One way to avoid collecting data on the same individual twice and ensure data quality control is to use the same disaggregation of personal information for inflow/outflow and for participation. Although this method is more resource intensive when registering entries into the youth Guarantee Service System it also avoid the collection of additional data when a young beneficiaries received a subsidized offer of education, training, apprenticeship or traineeship. This method also allows the National Coordination Authority to check the quality of the data collected and the completeness of records. Another suggestion proposed to workshop participants was the development of a short, common questionnaire to be administered at the time of registration of young clients into the “inflow” database to standardize personal data collection. The questionnaire could be accompanied by a data recording template file that includes all variables (information) to be collected, inclusive of a guidance note on how to fill-in the template. This would ensure that the different databases maintained by implementing partners on young clients and participants can be merged seamlessly.

The limited time available did not allow a throughout discussion on impact evaluation approaches and methodologies to assess what work and for whom. The specificity and complexity of impact evaluations would require a dedicated training event targeting the representatives of the National Coordination Authority and the members of the Youth Guarantee Monitoring and Evaluation Committee. Since all the interventions of the Portuguese Youth Guarantee have already started, experimental approaches are not feasible and the selection of a quasi-experimental method would have to be based on the quantity and quality of the monitoring data collected on the specific measures of the Youth Guarantee.

ANNEXES

Annex I	Programme of the workshop
Annex II	Training Needs Analysis and expectations about the training workshop
Annex III	Summary list of monitoring indicators
Annex IV	Fishbowl discussion “how to improve the interventions of the Portuguese Youth Guarantee”
Annex V	List of presentations and hand-outs
Annex VI	Results of the validation of workshop
Annex VII	List of participants, observers and resource person

MONITORING PERFORMANCE AND ASSESSING IMPACT OF THE PORTUGUESE YOUTH GUARANTEE

Languages: Portuguese and English
17 – 21 November, 2014
Venue: IEFP, Rua de Xabregas 52, Lisboa

IME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
9.00-10.00	S1: Opening Opening remarks <i>M. Troncho, P. Borges</i> Objectives and expectations <i>Interactive presentation</i>	S4 EU indicators (EMCO) for monitoring the YG: Aggregate indicators <i>Presentation and Q&A</i>	S4 ESF and YEI indicators: definition and measurement <i>Presentation</i> Panel: Early intervention and activation measures	S7 Monitoring labour market integration measures <i>Introduction (G. Rosas)</i> Group work: Measuring performance of labour market integration measures	S8 Impact evaluation approaches (cont.ed) Randomized assignment, DD, and matching design and RDD <i>Presentation</i>
10.00-11.00	S2: Portuguese Youth Guarantee Key features of the Portuguese YG: <i>Presentation and Q&A</i>	S4 EU indicators (EMCO) for monitoring the YG (con.ed) Group work: Measuring the results of YG key reforms	S6 Monitoring early intervention and activation measures <i>Introduction</i> Group work: Early intervention and activation indicators	S7 Monitoring labour market integration measures Group work: (cont'd)	S9: Developing a roll-out training plan <i>Presentation Adult training methodologies</i> <i>Introduction to roll-out training plan and outreach strategies</i> Group work:
COFFEE BREAK					
1.30-13.00	S2: Youth guarantees in other EU countries Key features of other guarantees <i>Presentation and country case studies</i> S3: Monitoring and evaluation: Basic principles <i>Presentation</i>	S4 EU indicators (EMCO) for monitoring the YG: Inflow/Outflow <i>Presentation</i> Portuguese intake process	S6 Monitoring early intervention and activation measures Group work: Early intervention and activation indicators (cont'd)	S7 Monitoring labour market integration measures Group discussion: <i>Compliance with ESF/YEI indicators</i> S8 Impact evaluation approaches <i>Presentation</i>	S9: Developing a roll-out training plan Group work (cont'd)
3.00-14.00	Monitoring and evaluation: Basic Principles (cont'd) <i>Facilitated group discussion</i>	S5 Monitoring YG service in Portugal (cont'd) Group discussion: Complying with EMCO inflow and outflow Indicators	S6 Monitoring early intervention and activation measures Group discussion: Linkages with the EMCO framework of indicator	Fishbowl on YGIP interventions	Presentations group work: Validation of the workshop Closing remarks

ANNEX II

Results of the Training Needs Analysis (TNA) and participants' expectations

The Training Needs Analysis (TNA) questionnaire developed for the workshop explored the role played by respondents in the development of the Portuguese Youth Guarantee, the specific areas participants were most involved in, the task performed, the main needs and expectations regarding the workshop and the topics and areas the workshop had to address.

- ✓ Most participants (77 per cent) were not directly involved in the design of the Portuguese Youth Guarantee, but were familiar with its key features;
- ✓ The majority of participants were involved in the implementation, monitoring and evaluation of measures included in the Youth Guarantee; some were responsible for data gathering and analysis (including information-technology applications). Some had a management position, not directly related to the implementation of measures;
- ✓ Most participants involved in monitoring and evaluation used performance indicators (implementation and results);
- ✓ The topics and areas the workshop had to address related to the development of monitoring and evaluation systems (75 per cent of participants); design of performance indicators and targets (63 per cent); impact evaluation approaches (54 per cent); and good practices in monitoring and evaluating Youth Guarantee interventions (45 per cent);
- ✓ The learning methods preferred were case studies, lectures and group discussions.

Expectations about the train-the-trainer workshop

- ✓ To develop a performance monitoring and evaluation methodology for the Youth Guarantee;
- ✓ To strengthen knowledge on monitoring and impact evaluation;
- ✓ To improve own knowledge to produce consistent and comparable information;
- ✓ To learn how to develop good monitoring indicators;
- ✓ To gain a better understanding and knowledge of the objectives and of the interventions of the Youth Guarantee Implementation Plan;
- ✓ To establish a common monitoring and evaluation system that allows timely reporting at national and EU level and is a real management tool;
- ✓ To reflect on how to improve the interventions of the Youth Guarantee.

ANNEX III

Summary list of indicators

Key reforms

Name of reform	Indicators
Reform of the (education and) career guidance system (<i>Reforma do Sistema de Orientação Escolar e Profissional</i>)	Early school leavers (18-24), %
	Population 20-34 years old by educational attainment
Evolution of the “Impulso Jovem” (Evolução do “Impulso Jovem”)	NEET rate (%) by labour market status
	Youth unemployment rate (%)
	Youth unemployment ratio (%)
Reform of the youth vocational qualification system (<i>Reforma do Sistema de Qualificação Profissional de Jovens</i>)	Population 20-34 years old by educational attainment
	Youth employment ratio
	Employment rates of individuals (20-34) recently graduated (ISCED 3-8), %

Early intervention and activation

Name of action	Indicators
9) National information campaign (Campahna nacional de informação sobre GJ)	Number of young people registering in the YG Platform (annual average)
	Number of young people entering in the YG service system (annual average)
2) Network of mediation, signalling and referral structures of the YG (Rede de Estruturas de Mediação, Sinalização e Encaminhamento de Jovens no âmbito da GJ)	Number of eligible young people registering in the YG Platform (annual average)
	Number of young people entering in the YG service system (annual average)

6) Signalling, diagnosis and referral of young people to the YG (Ações de sinalização, diagnostic e acompanhamento no âmbito da GJ)	Number of young people entering in the YG service system (annual average)
	Proportion of young people in the YG service beyond the 4 months target
	Positive and timely exit for YG service
	Coverage of YG service (%)
	Situation of young clients after exiting the YG service at 6, 12 and 18 month intervals (%)
	Situation of young clients after exiting the YG service (at 6, 12 and 18 months interval) by type of offer (%)
3) YG Platform (Plataforma GJ)	Number of young people registering in the YG Platform (annual average)
	Number of young people entering in the YG service system (annual average)
	Proportion of young people in the YG service beyond the 4 months target
	Positive and timely exit for YG service
	Coverage of YG service (%)
	Situation of young clients after exiting the YG service (at 6, 12 and 18 months interval) by type of offer (%)
4) Integrated Student Management System (Sistema Integrado de gestão de alunos SIGA)	Number of young people at risk of early school leaving identified and assisted
	Situation of young people at risk of early school leaving at 6, 12 and 18 month after exiting assistance, %

5) Platform to monitor education and training pathways (Plataforma para monitorização de percurso educativos e formativos)	Number of young people followed through the education and training offers of the YG
	Situation of young people included in the Platform after exiting the YG service (at 6, 12 and 18 months interval) by type of offer (%)
7) Training on activation and job search techniques (Ativação e técnicas de procura de emprego)	Number of young unemployed participating to the activation and job search training
	Participants' situation at the end of the training programme (4 weeks, 6 and 12 months)
8) Career Guidance activity guide (Guia de atividades de orientação vocational)	Number of young NEETs receiving vocational guidance services
	Participants' situation at the end of the vocational guidance services (4 weeks, 6 and 12 months)

Labour market integration measures

Name of action	Indicators
APPRENTICESHIP	
12) Apprenticeship- dual Training (Aprendizagem- Formação dual)	Number of young participants enrolled in an apprenticeship programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the apprenticeship programme
	Proportion of participants attaining a vocational qualification at ISCED level 3
	Participants' situation at the end of the traineeship programme (4 weeks, 6 and 12 months)

EDUCATION AND TRAINING	
13) Secondary level vocational courses (Cursos vocacionais de nível secundário)	Number of young people enrolled in secondary vocational courses (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the course
	Proportion of participants attaining ISCED level 3 qualification
	Participants' situation at the end of the secondary vocational course (4 weeks, 6 and 12 months)
14a) Youth education and training courses (Educação e formação de jovens)	Number of young people enrolled in youth education and training courses (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the course
	Proportion of participants attaining ISCED level 3 qualification
	Participants' situation at the end of the youth education and training course (4 weeks, 6 and 12 months)
14b) Adult education and training courses (Educação e formação de adultos)	Number of young people enrolled in adult education and training courses (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the course
	Proportion of participants attaining ISCED level 3 qualification
	Participants' situation at the end of the adult education and training course (4 weeks, 6 and 12 months)

Name of action	Indicators
15) Vocational courses (Cursos profissionais)	Number of young people enrolled in vocational courses (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing a vocational course
	Proportion of participants attaining ISCED level 3 qualification
	Participants' situation at the end of a vocational course (4 weeks, 6 and 12 months)
16a) Active life, vocational skills (Vida Ativa)	Number of young unemployed enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the programme
	Participants' situation at the end of the programme (4 weeks, 6 and 12 months)
16b) Active life, entrepreneurship skills (Vida Ativa)	Number of young unemployed enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the programme
	Participants' situation at the end of the programme (4 weeks, 6 and 12 months)
17) Active youth employment (Emrego jovem ativo)	Number of young people enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the programme
	Participants' situation at the end of the programme (4 weeks, 6 and 12 months)

Name of action	Indicators
18) Technological specialization courses (Cursos de especialização tecnológica)	Number of young people enrolled in technological specialization courses (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing a technological specialization course
	Proportion of participants attaining a Level 5 qualification according to the National Qualification Framework
	Participants' situation at the end of the technological specialization course (4 weeks, 6 and 12 months)
19) Short cycles higher education (Ciclos curtos, ensino superior)	Number of young people enrolled in short cycle higher education courses (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing a short cycle higher education course
	Proportion of participants attaining a ISCED Level 5 qualification
	Participants' situation at the end of a short cycle higher education course (4 weeks, 6 and 12 months)
20) Programme “Retomar” (Programa Retomar)	Number of young people enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the programme
	Proportion of participants attaining a ISCED Level 5 qualification
	Participants' situation at the end of the programme (4 weeks, 6 and 12 months)

TRAINEESHIP	
21) Traineeship programme (Estágio emprego)	Number of young people enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service), of which total enrolled in handicraft and traditional craft
	Number of young participants completing the programme, of which total completing the traditional craft stream
	Participants' situation at the end of the programme (4 weeks, 6 and 12 months)
Name of action	Indicators
22) INOV (INOV Contacto)	Number of young people enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the traineeship
	Participants' situation at the end of the traineeship (4 weeks, 6 and 12 months)
23) Traineeship in public central administration (PEPAC)	Number of young people enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the traineeship
	Participants' situation at the end of the traineeship (4 weeks, 6 and 12 months)
Traineeship in Portuguese Embassies and Consulates (Estágios em Embaixadas e Consulados Portugueses)	Number of young people enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the traineeship
	Participants' situation at the end of the traineeship (4 weeks, 6 and 12 months)

24) Traineeship in local administration (PEPAL)	Number of young people enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the traineeship
	Participants' situation at the end of the traineeship (4 weeks, 6 and 12 months)
36) European mobility for disadvantaged youth (Mobilidade de jovens desfavorecidos)	Number of young people enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the programme
	Participants' situation at the end of the traineeship (4 weeks, 6 and 12 months)
Name of action	
Indicators	
EMPLOYMENT AND SELF-EMPLOYMENT	
25) Placement in the labour market (Colocação no mercado de trabalho)	Number of young unemployed placed in job (within 4, 6 and 12 month after registration in the YG Service)
	Share of young unemployed still employed after 6 and 12 months)
26) Stimulus 2013 (Stimulus 2013)	Number of young unemployed placed in a subsidized job (within 4, 6 and 12 month after registration in the YG Service)
	Participants' situation at the end of the subsidy(4 weeks, 6 and 12 months)
27) Reimbursement of social security contribution (Reembolso da taxa social Única)	Number of young unemployed placed in a subsidized job (within 4, 6 and 12 month after registration in the YG Service)
	Participants' situation at the end of the subsidy(4 weeks, 6 and 12 months)

28) Coopjovem	Number of young unemployed enrolling in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants who set up a cooperative
	Participants' situation at the end of the programme(4 weeks, 6 and 12 months)
29) SOU MAIS	Number of young people at risk of exclusion enrolling in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young people at risk of exclusion receiving a credit
	Participants' situation at the end of the programme (4 weeks, 6 and 12 months)
30) Entrepreneurship now (Empreende já)	Number of young people enrolling in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants receiving a grant
	Participants' situation at the end of the programme (4 weeks, 6 and 12 months)
Name of action	
Indicators	
31) Entrepreneurship and self-employment Programme (PAEPCE)	Number of young unemployed enrolling in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants starting a business
	Participants' situation at the end of the programme(4 weeks, 6 and 12 months)

32) Youth investment (investe Jovem)	Number of young unemployed enrolling in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants starting a business
	Participants' situation at the end of the programme(4 weeks, 6 and 12 months)
33) EURES traineeship and placement (EURES Estágios e colocação)	Number of young people enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Number of young participants completing the programme
	Participants' situation at the end of the programme (4 weeks, 6 and 12 months)
34) Your first EURES job (YFEJ)	Number of young people enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Participants' situation at the end of the programme (4 weeks, 6 and 12 months)
35) The job of my life	Number of young people enrolled in the programme (within 4, 6 and 12 month after registration in the YG Service)
	Participants' situation at the end of the programme (4 weeks, 6 and 12 months)

ANNEX IV

Fishbowl discussion

“How to improve the interventions of the Youth Guarantee”

Participants were arranged in a circle around a single chair. Anyone who had an improvement to propose or an idea to share or a query to pose was invited to sit at the centre of the circle and express his/her idea to the group. Participants could agree with the speaker and add supporting information or disagree and offer refuting information.

The main points that emerged during the discussion are highlighted below:

- ✓ Early intervention and activation measures needed to be better defined to assess their effect on young NEETs;
- ✓ The classification of young (potential) beneficiaries as unemployed or inactive is often difficult. An entry questionnaire could help implementing partners, but it needs to be accompanied by clear guidelines on eligibility criteria;
- ✓ The web platform could be made more attractive, use youth friendly language, could also be more accessible to implementing partners and list all services and programmes actually available. There is a need to develop effective communication methods as part of an outreach strategy to attract young NEETs towards the services available;
- ✓ The representatives of implementing partners should meet regularly to exchange information, discuss difficulties and agree on how to move forward in implementation.

ANNEX V

List of presentations and handouts

Presentations:

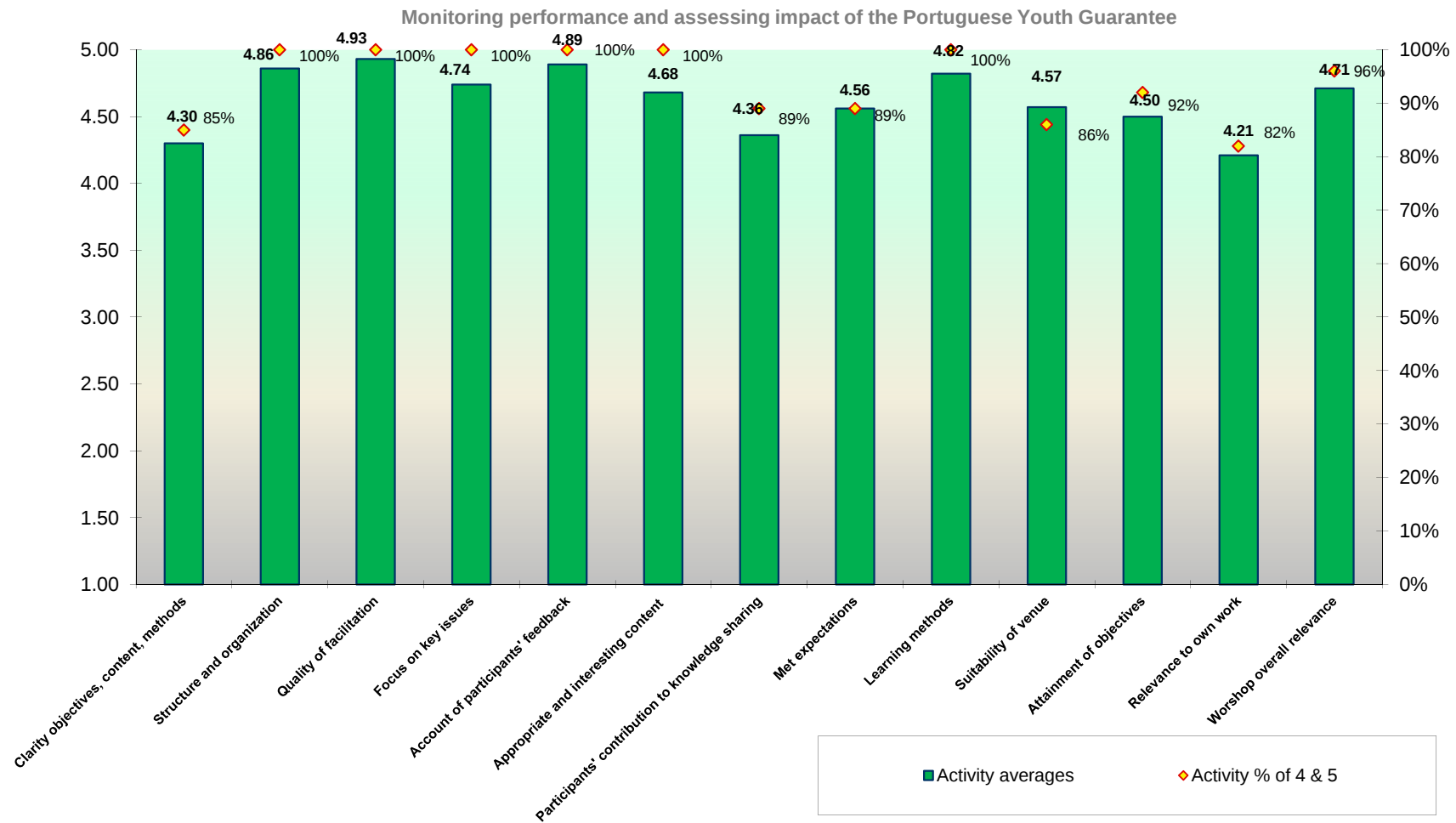
1. Youth Guarantees in Europe
2. *Garantia Jovem*
3. Monitoring and Evaluation: Basic principles
4. EU framework of indicators to monitor the youth guarantee (Employment Committee Indicator Group)
5. EU framework of indicators to monitor the youth guarantee (ESF/YEI)
6. Early intervention and activation
7. Labour market integration measures
8. *Medida estímulo emprego*
9. Impact evaluation approaches

Handouts:

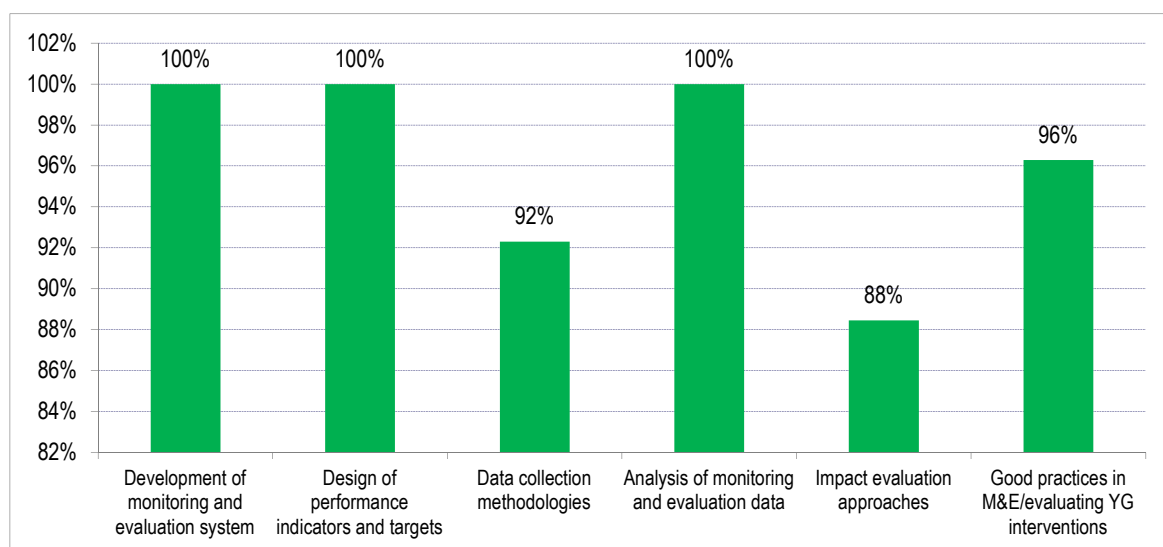
- Case study: The Youth Guarantee Implementation Plan of Ireland
- Case study: The Youth Guarantee Implementation Plan of Spain
- Basic principles of monitoring and evaluation
- EU framework of indicators to monitor the youth guarantee (EU Employment Committee)
- Intake process through *Garantia Jovem* platform: Portugal (leading to inflow in YG service)
- Entry points into the Portuguese YG (leading to inflow in YG service)
- Youth activation strategies in 33 selected countries
- Labour market integration measures: Portugal
- Lessons learnt in implementing ALMPs targeting youth
- Council recommendation on a Quality Framework for Traineeships
- Steps in randomized assignment
- Guidelines to select an impact evaluation methodology
- Glossary of key impact evaluation terms
- Sample terms of reference for the contracting of a survey firm to carry out a baseline survey
- Designing and implementing training workshops: Guidelines for facilitators

ANNEX VI

Results of the validation of workshop



Relevance of training content (Percentage of score 4 and 5)



What sections of the training were most useful and why?

- Design of indicators and performance targets, data collection, monitoring and evaluation, data analysis;
- EU monitoring framework, YG monitoring indicators and impact assessment;
- Definition of process and outcome indicators as well as impact assessment;
- Presentations that highlighted clearly the need to have a coherent framework for monitoring the Portuguese YG and group work that allowed the articulation and exchange of experiences across implementing partners;
- The discussion panels were important for sharing knowledge about the different YG programmes and initiatives;
- Design of indicators for early intervention and labour market integration measures, because they help us realize exactly what needs to be measured, how to measure it and the data required;
- Setting objectives, targets and indicators because of their applicability to other programmes and information about the ESF framework of indicators;
- Impact evaluation approaches, as this type of evaluation is less common in Portugal and there is little information on how to apply it to the measures of the youth guarantee;
- The sharing of knowledge about the youth guarantee interventions and the communication established across implementing partners

What sections of the training were less useful and why?

- The limited time dedicated to the improvement of the measures of the YG. This section also revealed that participants had different levels of familiarity with the YG and how it is implemented. This should be improved by the Coordination Authority;
- Round table on the operation of the YGIP, as there was not enough time to discuss and issues were not really addressed;
- Impact evaluation because it is very difficult to apply this approach in Portugal;
- Design of impact evaluation indicators;
- Impact evaluation because its requirements make it difficult to see how to apply it in practice;
- Time could have been assigned to micro-level indicators (at single programme level), since one of the key issues in monitoring is the standardization of data collection.

Additional comments

- Maintain the collaboration/cooperation established across implementing partners of the YG measures. The sessions showed the need for more technical meetings among partners;
- There is a need to organize follow-up actions of this training during the implementation of YG measures;
- The workshop exceeded the objectives established, actually contributing to kick-start the partner network of the Portuguese YG;
- There is a need to establish a working group between Education (DGES, ANQEP) and Employment (IEFP) to agree on the indicators for the education and training programmes monitored by the Ministry of Education and Science (MES) and on the data to be collected by MES monitoring applications (SIGA) and the monitoring system established by CQEPs;
- The schedule was inadequate and did not allow the assimilation of learning. One of the most positive aspects of the training workshop were the group activities, which were well designed and organized and significantly enhanced the acquisition of knowledge and the exchange of information;
- Very intense training hours, also considering the substance of the training material;
- The room layout was not conducive to the lecture method used for much of the training;
- Consider a training format that gives a role to the representatives of implementing partners;
- Knowledge and professionalism of trainers; the quality of facilities and the technical support provided during the training workshop.

ANNEX VII

List of participants and resource persons

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